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Country programme outline for Cape Verde (2003-2005)*

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* The collection and analysis of current data required to present the Executive Board with the most up-to-date information have delayed submission of the present document.

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I. Situation analysis

1. Cape Verde, with an area of 4,033 square kilometres and a population of some 435,000 (in 2000), is a Sahelian archipelago of 10 islands of volcanic origin situated some 500 kilometres off the coast of Senegal. Its soil is poor in organic matter as a result of weathering, erosion and farming practices. Only 10 per cent of the surface area or 40,000 hectares, is arable, and the country's food production meets only 10 to 15 per cent of its need. The high population density places severe strains on the limited water resources and arable land and has led to over-exploitation of the cultivable land and to the gradual disappearance of some plant and animal species. The country's structural vulnerability — the result of such factors as its insularity, chronic state of drought, water shortages, fragile ecosystem, weak productive base, perennially high emigration and the heavy dependence of its economy on ever-declining development aid — is a serious obstacle to its development.

2. Poverty in Cape Verde is a structural phenomenon closely linked to the weak productive base and to the features of an economy that is heavily dependent on external assistance. It affects specific and easily identifiable social and occupational groups, particularly women, 38 per cent of whom are heads of households. The most recent household expenditure survey (1993) revealed that 30.2 per cent of the population is poor, and 14.1 per cent very poor. The rate of illiteracy among women, which is one of the main determinants of poverty, is still relatively high, at 32.8 per cent.

3. Although Cape Verde is one of the least developed countries (LDC), it has a per capita gross national product of about $1,330 (derived mainly from capital flows in the form of development aid and remittances from the Cape Verdean diaspora) and a human development index estimated at 0.708 in 2001, which ranks the country third in Africa. Since 1998, Cape Verde has recorded an average annual growth rate of 7.5 per cent and has kept inflation in check at an average annual rate of 2 per cent.

4. These performances should not mask Cape Verde's vulnerability, which is still considerable and must be taken into account in the 2003 country review of its LDC classification.

5. With regard to human rights, Cape Verde has ratified nearly all international instruments for the protection of civil, political, economic and social rights. Specific policies have been adopted in various areas to strengthen the protection of basic rights and freedoms and to guarantee the equality of citizens before the law. Structures have been created to guarantee respect for the rights of women and adolescents in particular. Nevertheless, the overall institutional framework is seriously weakened by the absence of a mechanism for the dissemination, follow-up and evaluation of commitments made at conferences.

6. Given Cape Verde's island structure, decentralization is urgently needed in order to ensure, inter alia, good central and local governance and effective poverty reduction. Decentralization should be accompanied by public administration reform, with the main objective being to create a public administration and local authorities that contribute to development and which are capable of mobilizing large-sale public participation in decision-making. However, the decentralization process initiated in 1991 is being undermined by inadequate national capacities.

7. The severe population pressure, accentuated by internal migration flows and a relatively high population growth rate (estimated at 2.4 per cent), is causing sustained environmental degradation and creating serious sanitation and water supply problems. Indeed, the 2000 census indicates that 76 per cent of households use unregulated means of human waste disposal and only 25 per cent have access to running water.

8. In order to promote sustainable human development for the Cape Verdean people, the Government has decided to mount a determined campaign against the HIV/AIDS pandemic. Indeed, although no reliable survey has been conducted to corroborate this view, experts generally believe that the prevalence of sexually transmissible infections (STIs) and HIV/AIDS, estimated at 1.4 per cent in 1988, might have risen sufficiently to warrant particular attention as part of the national priorities.

9. The 1996-2000 common country assessment (CCA) process and the formulation of the 2002-2005 United Nations Development Assistance Framework (UNDAF) began at the same time as the Government was: (a) finalizing its strategic vision for short- and medium-term development through the formulation of major planning options (2002-2005); (b) preparing its Interim Poverty Reduction Strategy Paper (IPRSP); and (c) drawing up its National Development Plan (NDP), which is currently being finalized. Because of this confluence of events, the relatively short period covered by UNDAF was selected in order to ensure that both UNDAF and the NDP (2002-2005) were implemented at the same time and to harmonize the programming cycles of the organizations of the United Nations system (UNDP, the United Nations Population Fund, the United Nations Children's Fund, the World Food Programme and the World Health Organization) as from 2006. The country team identified four lines of action under UNDAF: good governance, creation of economic opportunities for the poor, access to basic social services and the fight against HIV/AIDS.

II. Past cooperation and lessons learned

10. The 1998-2001 country cooperation framework focused on poverty reduction, protection of the environment and good governance. It was extended until December 2002 to permit the completion of UNDAF as a reference framework for the new country programme. Despite its efforts to mobilize additional resources, the UNDP office was forced to adjust its programming downward to reflect the 20 per cent reduction in the level of resources allocated. As a result, it was not possible to implement a number of planned activities. The review of the 1998-2001 country cooperation framework indicated nevertheless that the results of the programme of support were on the whole satisfactory.

11. Environmental conservation activities have contributed to the establishment of a strategic and legislative framework and to greater awareness of environmental issues by the population, thanks to the public awareness campaigns conducted and the participatory approach used. There is now a good opportunity to combine the measures taken thus far with concrete activities that would make this approach more meaningful to the population and promote greater synergies with the national poverty reduction program (PNLP). To this end, it will be necessary in future to emphasize those priorities that best address the real challenges facing the country, in

particular the struggle against desertification, management of coastal areas and development of renewable sources of energy.

12. Through its advocacy activities, UNDP has played a key role in the adoption of poverty reduction policies by the Government of Cape Verde, which has made them a key component of its economic and social development policy. The support of UNDP has also been instrumental in mobilizing donors for projects in these areas. Activities programmed and supported by UNDP concerned both the strategic framework for action and concrete measures that have a direct impact on target population groups. However, the PNLP has not taken the need for social mobilization or the views of the poor sufficiently into account. Only the rural water supply project has had a direct impact on the population of approximately 15,000 in several communities on Santiago Island. Moreover, the poverty monitoring unit, which was set up to collect and analyse all poverty indicators in Cape Verde, should be put into operation as soon as possible to provide better support for the efforts of the Government and its development partners to reduce poverty.

13. Given the limited resources of UNDP, the proposed programme on good governance has been reoriented towards more strategic and attainable objectives. UNDP has nevertheless contributed to the preparation of surveys and draft legislation on aspects of municipal management. However, the participation of municipalities, civil society organizations and non-governmental organizations (NGOs) in programme activities remained limited, despite closer involvement of municipalities through the National Association of Cape Verdean Municipalities or on an individual basis. Despite its important role in the coordination of foreign aid, the support project for the Cape Verde cooperation programme has made very little progress. Project activities are currently being reformulated in accordance with the guidelines of the new organic law enacted by the Government for the management of aid received by Cape Verde. Despite some initial obstacles, the programme of support for the management of State and municipal financial resources has been launched and is operating satisfactorily. Generally speaking, the activities aimed at strengthening the institutions of both the Government and municipalities have not been completed according to schedule.

14. With respect to management arrangements, the evaluation of national implementation procedures is generally satisfactory. The following must, however, be noted: (a) inadequate assessment of capacities at the time of introduction of these procedures; (b) high mobility of civil servants, which made it difficult to build on lessons learned; (c) use in projects of staff operating outside of ministerial departments, which also did not contribute to the expected institutional strengthening; and (d) poor knowledge of procedures by the various partners. This will be corrected through the organization of seminars on national implementation to promote ownership of projects and programmes by the target institutions and the transfer of the knowledge necessary for that purpose.

III. Proposed programme

15. This cooperation programme is the outcome of a process that began with the CCA, which was formulated by the country team using an approach that encouraged participation by the Government, civil society, the private sector and other development partners. The CCA was then used to determine the main lines of action

included in UNDAF. The CCA and UNDAF have therefore served as a basis for drawing up the programme, while taking into account the Government's development priorities, as set out in the IPRSP, the NDP currently being finalized and the Millennium Development Goals.

16. The programme therefore supports the Government of Cape Verde's poverty reduction efforts, defined as the country's main development strategy for the period 2002-2005. Past experience has shown the importance of avoiding the fragmentation and dispersion of activities. Consequently, and given the paucity of available resources, the proposed programme will be based on a strategy aimed essentially at institutional capacity-building, ownership of development policies, advocacy (Millennium Development Goals), dialogue and resource mobilization. To this end, it will focus on two main lines of action: promotion of good governance and poverty reduction.

Good governance

17. UNDP action in the field of good governance will focus on three areas, listed in order of priority. Firstly, decentralization will be promoted and strengthened through capacity-building in public administration institutions, municipalities and civil society organizations in the field of public administration at the urban and local levels, while encouraging the use of new information and communication technologies. The ultimate aim is to ensure that the authorities have the capacity to draw up and implement, through dialogue and consultations, policies and strategies conducive to sound and sustainable local governance. Secondly, support will be provided for the introduction of mechanisms for strategic planning and the reduction of inequalities through the continuation of activities already begun at the end of the previous cycle to strengthen national capacities for the formulation and implementation of development policies, dialogue with Cape Verde's development partners and monitoring/evaluation activities. The objective will be to create an environment of growth, equity and sustainable socio-economic development. Thirdly, UNDP action will consist in promoting human rights and reducing gender inequality in the political, social and cultural fields, particularly by continuing to provide support for the preparation, adoption and dissemination of national human rights strategies and for the elaboration and implementation of the National Plan for the Reduction of Gender Inequalities.

Poverty reduction

18. In the field of poverty reduction, UNDP will focus its action on upstream activities designed to both enhance institutional capacities and contribute to the elaboration of development policies targeted to the poor in three areas. More specifically, and in order of priority, UNDP will promote efficient and responsible management of natural resources and the environment, in partnership with the organizations of the United Nations system, the World Bank, donors and NGOs, to promote better coordination of strategies and programmes for the management of these resources. Awareness-raising and training of local communities with a view to increasing their accountability and participation in the establishment and management of protected zones, together with support for the implementation of the National Environmental Action Plan (PANA), will be central to the strategy. With respect to the creation of economic opportunities for the poor, UNDP will support the formulation of a regulatory framework, including operational plans for the

promotion of small and medium-sized enterprises and industries (SME/SMI) that generate income and long-term employment, particularly for women and young people. In the fight against HIV/AIDS, UNDP will support various specific studies to update data on the pandemic's impact on the Cape Verdean population, especially on vulnerable groups, and therefore on the aggravation of poverty. Given the danger of the rampant spread of STIs, UNDP will also try to conduct, with organizations of the United Nations system and donors, advocacy, coordination and resource mobilization activities in support of the national HIV/AIDS programme.

19. The CCA highlighted five major cross-cutting concerns, which the United Nations system team has decided to take systematically into account from now on in the different areas of assistance that have been identified, namely, gender (promotion of gender equality and the role of women in development); national capacity-building; data collection and analysis for better programme monitoring/evaluation; new information and communication technologies; and mobilization of financial resources. The programme has taken those concerns into account, as well as the problems of vulnerable groups (youth, the disabled and drug victims, among others) as part of a forward-looking vision and participatory approach, together with the promotion of an efficient system for the coordination of development efforts.

IV. Programme management, monitoring and evaluation

20. The programme will be managed in accordance with results-oriented management principles and methods, with special emphasis on planning and on medium- and long-term monitoring/evaluation of results. The programme approach will be followed and national implementation will be confirmed as the main modality for project and programme implementation. National capacity-building and strengthening the capacity of the UNDP office will of course remain a priority in order to improve programme implementation. A "national counterpart capacity-building" component will be included in all programmes/projects in order to facilitate national ownership of programmes and broad use of the national implementation modality. In this context, recourse to support structures and mechanisms, such as the United Nations Volunteers programme (UNV), including arrangements for United Nations International Short-Term Advisory Resources (UNISTAR), Transfer of Knowledge through Expatriate Nationals (TOKTEN), United Nations Information Technology Service (UNITeS), and Technical Cooperation among Developing Countries (TCDC), will be encouraged as a means of strengthening national technical capacities. Additional support will be provided to national bodies responsible for international cooperation and audit institutions. UNDP will provide support, in cooperation with other organizations of the United Nations system, for the implementation of programmes and projects. The participation of civil society and the private sector will also be encouraged.

21. The institutional framework of the programme and the monitoring and evaluation mechanisms will be consistent with the guidelines and monitoring and evaluation framework set out in UNDAF, so that it will be possible to conduct an annual review of programme implementation with the participation of all stakeholders. In this context, a joint decision was taken to make regular and systematic use of the system of indicators described in the CCA, in accordance with the priorities set out in the Millennium Declaration. In order to ensure the

availability and reliability of data, provision has been made for the creation of a poverty monitoring unit within the Ministry of Finance and Planning. Among other things, the unit will provide basic data for the preparation of the annual national report on the follow-up to the Millennium Development Goals. Each project will include a "communication for development" component as a demonstration of UNDP's comparative advantage in Cape Verde in promoting the activities undertaken, and in order to identify opportunities for support from and partnership with other donors.

22. The policy for attracting resources will be based on a strategy designed to strengthen existing partnerships, in particular with the Governments of Austria, France, Luxembourg, Netherlands and Portugal as well as with the World Bank, the African Development Bank, the International Fund for Agricultural Development and the European Union. The strategy will also be geared towards potential partners, such as the Governments of Belgium, Denmark, Italy, Japan, Sweden and the United Kingdom, with which UNDP has a long experience in cooperation. To that end, a partnership framework will be introduced and discussed with all stakeholders. In order to increase the number of beneficiaries, the Government and UNDP have set themselves the objective of mobilizing for the period 2003-2005 additional resources equivalent to at least 100 per cent of own resources. Efforts will also be made to gain access to UNDP-administered funds, including the Thematic Trust Funds (TTF), the Global Environment Facility, the United Nations Development Fund for Women, the United Nations Capital Development Fund, and the United Nations Sudano-Sahelian Office (UNSO) (now the Drylands Development Centre).

23. Based on a rigorous operational analysis and on lessons learned, the office has been substantially reconfigured to allow it to play its role as a provider of advisory services for development and an administrator of programmes. In this connection, the staff will benefit from appropriate and ongoing training (apprenticeship) designed to enhance their operational capacities, with the support of UNDP experts, if necessary.

Annex

Results and resources framework for Cape Verde (2003-2005)

Strategic areas of support	*Intended outcomes*	*Indicators of outcome or purpose*	*Outputs, including key output indicators, where needed*	*Resources by strategic area of support/or programme area (in United States dollars)*
UNDAF objective 1: *Good governance* Contribute to the creation of an environment conducive to the promotion of human rights, decentralization and sound management of the economy and development				
Social cohesion through development planning and other decision-making processes at the sub-national level in the context of decentralization	The country enacts legislation providing for real participation by civil society organizations in the formulation and implementation of development programmes at the local level Planning and preparation of the budget at the local level permit the concerns and needs of local communities to be taken into account and facilitate their participation in the process	Existence of institutionalized mechanisms for regular consultation between local government and civil society organizations on economic and social policies and programmes Citizens participate in Government decisions on budgets and plans through Government and municipality web sites	– Creation and functioning of an institutional framework for social consultation *Indicators*: Laws voted and enacted; frequency of meetings – Review of the process of social and budgetary planning at the local level to take account of the concerns of the population *Indicators*: Number of official electronic forums organized to ascertain the views of citizens; number of municipalities with a web site	*Regular resources*: TRAC: 150 000 PPD/STS: 50 000 *Other resources*: Third-party cost-sharing: 200 000
				Subtotal 400 000

Strategic areas of support	*Intended outcomes*	*Indicators of outcome or purpose*	*Outputs, including key output indicators, where needed*	*Resources by strategic area of support/or programme area (in United States dollars)*
Development planning	Creation of an environment of growth, equity and sustainable socio-economic development	Strategic planning instruments (PRSP, PNLP, NDP) fully elaborated and in use	– Existence and operation of an institutional framework for the implementation and monitoring/evaluation of planning instruments – The Poverty Monitoring Unit operational – Regular and effective follow-up to the Millennium Development Goals *Indicators*: Reports and minutes of technical and coordination committee meetings; number of qualitative surveys carried out on the situation of poverty; comprehensive and thematic round tables held.	*Regular resources*: TRAC: 198 000 SPPD/STS: 60 000 *Other resources*: Third-party cost-sharing: 150 000 United Nations Volunteers: 200 000 Trust fund: 150 000
			Subtotal	**758 000**

Strategic areas of support	*Intended outcomes*	*Indicators of outcome or purpose*	*Outputs, including key output indicators, where needed*	*Resources by strategic area of support/or programme area (in United States dollars)*
Promotion of human rights	Increased public awareness of treaties and norms in the field of human rights and duties	Organization of human rights education programmes by Government and civil society for the benefit of the general population	– Elaboration, adoption and dissemination of national strategies for the promotion of human rights *Indicators*: Preparation of a national action plan with public participation; enactment of regulatory provisions and implementation decrees – An active and dynamic national commission on human rights *Indicators*: Progress reports – Strengthened capacities of civil society organizations for the protection of human rights *Indicators*: Number of active NGOs; number of journalists trained; number of independent trade unions	*Regular resources*: TRAC: 80 000 *Other resources*: Third-party cost-sharing United Nations Volunteers: 100 000 Trust fund: 100 000

Strategic areas of support	*Intended outcomes*	*Indicators of outcome or purpose*	*Outputs, including key output indicators, where needed*	*Resources by strategic area of support/or programme area (in United States dollars)*
	Reduction of gender inequalities at the national level in the political, economic, social and cultural spheres	**Strengthening of national capacities at all levels for refining and implementation of a national policy to reduce gender-inequalities**	**– The national plan for the reduction of gender inequalities is finalized and implemented** ***Indicators*: Mainstreaming of the gender perspective into national plans and programmes; definition of the main thrust of a training and information strategy; number of civil servants, municipal workers and staff of civil society organizations trained**	
			Subtotal	**280 000**

Strategic areas of support	*Intended outcomes*	*Indicators of outcome or purpose*	*Outputs, including key output indicators, where needed*	*Resources by strategic area of support/or programme area (in United States dollars)*
UNDAF objective 2: *Poverty reduction* Contribute to the promotion of effective and responsible management of natural resources, water and the environment Contribute to the creation of economic opportunities for the poorer sectors Maintain the rate of prevalence of HIV/AIDS at least at the same level and improve the quality of life of persons affected by HIV/AIDS				
Promotion of efficient and responsible management of natural resources, water, and the environment	– Deceleration of the desertification process and reduction in the vulnerability of poor population groups – Better account taken of environmental issues in poverty reduction strategies and policies – Increased participation of local communities in the management of their environment – Strengthening of capacities for the formulation of policies and strategies for the sustainable management of water resources – Strengthening of capacities for solid waste management at the municipal level	– Completion of a national plan of action for protection of the environment and existence of a functioning central coordination mechanism – Increase in the amount of national resources allocated for the environment – Installed and operational environmental information system – Number of municipalities receiving relevant technical assistance and training – Availability of skills (trained staff and institutional mechanisms) within the National Institute for Water Resources Management and in municipalities in the elaboration of policies and strategies	– National Action Plan II formulated and implemented *Indicators*: Municipal environmental programmes drawn up and implemented; plans covering environmental issues formulated; legal instruments drawn up and in force; establishment of an institutional coordination and monitoring mechanism – Familiarity of the local population with environmental protection issues *Indicators*: Community initiatives to combat desertification launched with the participation of local populations; protected zones created and managed with the participation of local communities; increased biodiversity	*Regular resources*: TRAC: 200 000 *Other resources*: Third-party cost-sharing: 700 000 GEF: 3 000 000 UNSO: 500 000 UNCCD: 150 000 UNV: 100 000 Trust fund: 200 000

Strategic areas of support	*Intended outcomes*	*Indicators of outcome or purpose*	*Outputs, including key output indicators, where needed*	*Resources by strategic area of support/or programme area (in United States dollars)*
		– Solid waste management strategies and mechanisms available and operational in the municipalities concerned	– Comprehensive water management policy formulated and implemented – Introduction of mechanisms for rationalizing the use of water – Training manual on integrated solid-waste management *Indicators*: Number of NGOs and persons trained – Feasibility studies on the scope for local recycling of solid waste *Indicators*: Availability of regulatory frameworks and number of micro-projects implemented by municipalities	
				Subtotal 4 850 000

Strategic areas of support	*Intended outcomes*	*Indicators of outcome or purpose*	*Outputs, including key output indicators, where needed*	*Resources by strategic area of support or programme area (in United States dollars)*
Creation of jobs for the benefit of the poorer sectors (particularly women and young people)	A regulatory framework for the promotion of SME/SMI	– Increase in the number of poor persons in paid employment – An effective and efficient micro-credit system	– An approved and efficient regulatory framework for the creation and management of SME/SMI – Plans for the promotion of new SME/SMI – An effective and efficient micro-credit system *Indicators*: Number of enterprises created; percentage increase in the number and size of loans granted, in particular to women and young people; jobs created for women and young people	*Regular resources*: TRAC: 148 000 SPPD/STS: 50 000 *Other resources*: Third-party cost-sharing: 200 000 Trust fund: 100 000
				Subtotal 498 000

Strategic areas of support	*Intended outcomes*	*Indicators of outcome or purpose*	*Outputs, including key output indicators, where needed*	*Resources by strategic area of support/or programme area (in United States dollars)*
Support for the National HIV/AIDS Programme	Coordination of activities to combat HIV/AIDS so as to ensure respect for human rights Promotion of political dialogue and advocacy in the fight against HIV/AIDS	– Legal texts adopted and implemented – Number of regular meetings of the monitoring committee – Broad dissemination and implementation of conference declarations – Commitment of officials at the highest levels – Establishment of a committee to follow up the action plans adopted at conferences	– Framework in place for implementation, monitoring and evaluation activities *Indicators*: Monitoring committee established in the Ministry of Health; reliable epidemiological data on the prevalence and incidence of STIs and HIV/AIDS; preparation of accessible information material on the disease (brochures) – Better national follow-up of international objectives in the fight against HIV/AIDS *Indicators*: Percentage of sectoral units in ministries, municipalities, NGOs and grass-roots community organizations that have operational and strategic HIV/AIDS action plans; number of national HIV/AIDS networks set up and operational; objectives, content and budget of the HIV/AIDS component of the PRSP	*Regular resources*: TRAC: 150 000 *Other resources*: Third-party cost-sharing: 150 000 Trust fund: 50 000
			Subtotal	**350 000**

Strategic areas of support	*Intended outcomes*	*Indicators of outcome or purpose*	*Outputs, including key output indicators, where needed*	*Resources by strategic area of support/or programme area (in United States dollars)*
			Total regular resources (not inclusive of 66.7 per cent of TRAC 2)	*Regular resources*: TRAC: 926 000 SPPD/STS: 160 000
			Total third-party cost-sharing	*Other resources*: Third-party cost-sharing: 1 400 000
				Total GEF: 3 000 000
				Total UNSO: 500 000
				Total UNCCD: 150 000
				Total UNV: 400 000
			Total other trust funds	Trust funds: 600 000
			Grand total	**7 136 000**